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ABSTRACT

This guide is designed to assist older worker program operators and managers as well as advocates for older workers in the field of employment and training. Described in the first two sections are the major components of the Job Training Partnership Act (JTPA) and the Senior Community Service Employment Program (SCSEP). The next two sections analyze similarities and differences between the two programs. Steps for coordinating JTPA and SCSEP are set forth, and strategies for implementing and administering successful cooperative programs are examined. Concluding the guide are a summary and brief bibliography. Appendixes to the handbook include a description of the employment services provided by the Central Arkansas Area Agency on Aging, a discussion of the Gaining Resources for Older Workers (GROW) program, lists of service delivery area (SDA) and planning and service area (PSA) directors, a directory of Ohio SCSEPs, a checklist for working with other agencies, a breakdown of JTPA 3 percent older worker program allocations for Ohio, and an SDA map for Ohio. (MN)

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Working Together: JTPA and SCSEP

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INTRODUCTION

"Working Together: JTPA (Job Training Partnership Act) and SCSEP (Senior Community Service Employment Program)," is a limited focus publication prepared by the Ohio STEPS (Senior Training and Employment in the Private Sector) Program to assist older worker program operators and managers and advocates for older workers in the field of employment and training. Readers will be introduced to both programs, JTPA and SCSEP, and the expertise they can offer to each other.

Sharing collective expertise becomes increasingly essential as financial resources decrease. The JTPA network offers experience in operating employment and training programs. The SCSEP network offers expertise in knowing the needs of older adults. Together JTPA and SCSEP can combine their knowledge to benefit the older workers they serve.

Included in the text and appendix are:

* Comparison of both programs

* Strategies for cooperative efforts

* Examples of cooperative efforts between JTPA and SCSEP

* Listings of Service Delivery Area (SDA) and Planning and Service Area (PSA) Directors

* Directory of Ohio SCSEPs

* Checklist for working with other agencies

* JTPA 3% Older Worker Program Allocations

* Service Delivery Area (SDA) Map of Ohio

JOB TRAINING PARTNERSHIP ACT (JTPA)

The Job Training Partnership Act of 1982, Public Law 97-300, creates a national program to prepare economically disadvantaged youth and adults for employment or re-entry into the labor force.

The Act shifts major policy planning and management responsibility for employment and training from the federal government to the states and territories. The "Partnership" in JTPA refers to the shared authority of local industry groups called Private Industry Councils (PICs) and Local Elected Officials (LEOs).

With the enactment of JTPA, Congress recognized the special employment and training needs of older workers. Section 124 of the Act provides for programs geared toward the training and placement of older adults in unsubsidized employment.

Of the funds appropriated for Title II-A, three percent is reserved for training persons 55 years of age and older who are economically disadvantaged (for example, someone living alone with an annual income less than $4,920).

Title II of the Act authorizes state administered job training programs for youth and adults to be operated by the state or by service delivery areas (SDAs). An SDA generally must have one unit of general local government and population of at least 200,000. Title II services, which began October 1, 1983, include job development, counseling, on-the-job training, classroom training, supportive services, remedial education, work experience, and follow-up services for persons placed in unsubsidized jobs.

The funds are allotted to the states to operate their own programs or to subcontract them to Service Delivery Areas (SDAs), public agencies, private non-profit organizations, or private businesses. Programs are designed to assure training and placement in unsubsidized jobs, principally in the private sector.

In Ohio, the 3% older worker set aside budget for the program year ending June 30, 1985 is $3,080,624. The distribution of funds to each SDA in Ohio is based on the number of people who are 55 years of age or older and economically disadvantaged in the individual SDAs.

In Ohio, 22% of the Title II-A monies are distributed to the state. The state's share is then divided into four categories:

* 8% Educational Coordination and Services

* 3% Training for Older Workers

* 6% Incentive Grants

* 5% Administration

The 78% of the Title II-A funds are allocated to Ohio's 30 SDAs to operate older worker programs.

Title III of JTPA authorizes states to conduct dislocated worker programs. Dislocated workers fall into three groups:

* Individuals who have been laid-off or received a notice of termination and are eligible for or have exhausted their unemployment compensation benefits, and are unlikely to return to their previous industry or occupation.

* Individuals who have been terminated or received a notice of termination of employment due to a permanent closure of a plant or facility.

* Individuals who are long term unemployed and have limited opportunities for employment or re-employment in the same or a similar occupation in the area in which they reside, <u>including any older individuals who may have substantial barriers to employment by reason of age</u>.

In the dislocated worker program, states will match the Federal contribution with the amount of match determined by the state's unemployment rate compared to the national rate. Services could include job search assistance including job clubs, job development, training in job skills, supportive services, and relocation assistance.

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM (SCSEP)

The SCSEP, authorized by Title V of the Older Americans Act of 1965 as amended October 9, 1984, subsidizes part-time jobs in community service for jobless, low-income persons who are at least 55 years of age and have poor employment prospects. Twenty-two percent of the funds for SCSEP are distributed to states and 78% are distributed to the eight national sponsors.

In Ohio, the Ohio Department of Aging operates the largest Title V SCSEP in the state and services all 88 counties in Ohio. The SCSEP in Ohio ranks sixth among the State Units on Aging nationwide. Title V of the Older Americans Act of 1965 was authorized as PL 98-459 as amended October 9, 1984.

SCSEP projects are in all states, District of Columbia, Puerto Rico, and U.S. territories. They are sponsored by state and territorial governments and eight national organizations: National Association for the Hispanic Elderly; National Association of Retired Persons; National Council on Aging; National Council of Senior Citizens; National Urban League; Green Thumb, Inc., of the National Farmers Union; National Caucus and

Center on Black Aged, Inc.; and U.S. Department of Agriculture's Forest Service. All but the first maintain programs in Ohio.

SCSEP participants work part time in day care centers, conservation projects, schools, hospitals, and fire prevention centers, among others. They must be paid no less than the Federal or state minimum wage or local prevailing rate of pay for similar employment, whichever is higher. They receive annual physical examinations, personal and job-related counseling, job training if necessary, and in some cases, assistance in finding a regular unsubsidized job. Participants may work up to 1,300 hours a year, 20-25 hours a week.

Expansion of Ohio's Title V Programs includes using enrollees as Job Bank counselors. They function in selected sites across the state using their skills to match seniors interested in working with available job openings. Additionally, the enrollee counselors serve as job developers and seek employers who would be willing to hire older workers, both other enrolleees on Title V as well as non-enrollees.

SCSEP participants must be at least 55 years of age, have family income of not more than 25 percent above the Federal poverty level, and be capable of performing the tasks to which assigned. Of all SCSEP participants, 80 percent are over 60, two-thirds are women, 30 percent minority group members, and 57 percent have not finish high school.

The national SCSEP budget for the program year ending June 30, 1985 is $319.5 million and supports some 62,500 positions of which three-fourths are in projects operated by the eight national sponsors. The PY '84 SCSEP budget for the Ohio Department of Aging is 2.9 million to subsidize 568 positions.

DIFFERENCES

JTPA and SCSEP are national employment programs for older workers. While one goal of both programs is to enhance the quality of life for older adults, there are noticeable differences that need to be explained. The following areas will be discussed:

* Eligibility Guidelines
* Program Emphasis
* Private Sector Involvement
* Training Activities
* Wages
* Advocacy

ELIGIBILITY GUIDELINES

JTPA uses one of two income guidelines to determine eligibility for their programs, 70% of the lower living standard income level (LLSIL) and the poverty level. The federal Bureau of Labor Statistics (BLS) determines the LLSIL and the federal Office of Management and Budget (OMB) establishes the current poverty level.

As an example, to be considered eligible for the JTPA 3% programs in PY '84, using 70% of the LLSIL, applicants must have incomes less than $4,920 for one person and $6,940 for two people.

In determining eligibility using the poverty level as the guideline, applicants for JTPA 3% programs in PY '84 must have incomes of less than $5,250 for one person and $7,050 for two people. Determination of what guideline is utilized depends on which of the income ceilings is to the participant's advantage.

On the other hand, SCSEP uses the poverty threshold as the income guideline. The poverty threshold is 125% of the current poverty level. During PY '84, enrollees in the SCSEP must have incomes less than $6,563 for one person and $8,813 for two people.

DETERMINING ELIGIBILITY FOR JTPA AND SCSEP

	70% LLSIL (8/84 BLS)	Poverty Level (4/85 OMB)	125% Poverty Level
One person	$ 4,920	$ 5,250	$ 6,563
Two people	$ 6,940	$ 7,050	$ 8,813
JTPA eligible	Yes	Yes	No
SCSEP eligible	Yes	Yes	Yes

In Ohio, Title V income is excluded in figuring income eligibility for JTPA programs. This further promotes the cooperative venture between programs.

PROGRAM EMPHASIS

JTPA focuses on training older workers for placement into unsubsidized, principally private sector employment. Participants are trained or retrained with skills that meet the present labor market needs of each particular area. Placement into unsubsidized employment is the goal.

SCSEP focuses on work experience in the local community at governmental agencies or non-profit organizations. The program is totally subsidized by federal monies and when possible, referral and placement into regular unsubsidized employment is made.

PRIVATE SECTOR INVOLVEMENT

JTPA encourages 3% programs to place older workers in the private sector. The Private Industry Council (PIC) of each SDA involves key local business people as well as other members of the community. PIC members oversee and administer the employment and training programs, and lend their expertise on the community labor market needs. The local aging network often participates in this cooperative effort.

In Ohio, placement rates ranging from 30% to 50% are the performance standards for the SDAs with the highest and lowest unemployment rates, respectively. Placement rates for other SDAs are proportionally based upon the amount of variance between the unemployment rate and the national unemployment rate.

In Ohio, during the first 3% older worker program period from June, 1984 through December, 1984, placement rates in the SDAs across Ohio averaged 65.2%, which far exceeded projected goals.

In the most recent program period, from January, 1985 to April, 1985, placements into unsubsidized employment across the state averaged 57.6%, again exceeding projected goals.

SCSEP's goal is to place 15% of the program's participants into the public or private sector. Job sites are located in the enrollee's local community or close to their homes. Examples of work experience placement are: offices for the elderly, non-profit organizations, hospitals, schools, police stations, and nutrition programs for the elderly.

Because the emphasis for Title V programs has traditionally been work experience placement in public service, subsidized employment, many Title V programs are finding it a challenge to move participants from federally subsidized employment into unsubsidized employment.

TRAINING ACTIVITIES

JTPA mandates unsubsidized employment for participants of the 3% older worker programs. Enrollees cannot be placed in public service positions and there are restrictions on work experience. Specific skills trainings are determined by JTPA regulations, local labor market needs, and the PIC.

SCSEP focuses on public service subsidized work experience employment and limits the number of hours of training for participants to 260 hours per year. Participants are prohibited from on-the-job contracts unless approved for Section 502 Experimental Projects.

WAGES

JTPA participants in the 3% older worker programs receive wages during training only if they are involved in on-the-job training experiences.

SCSEP participants receive income through Title V for the duration of the time they are in subsidized work experience employment. Participants are paid no less than the federal or state minimum wage, or the local prevailing rate of pay for similar positions, whichever is more to the enrollee's advantage.

ADVOCACY

JTPA recently established the 3% older worker programs and has limited experience in the role of advocate for older workers, whether the advocacy is for outreach and recruitment or the rights of older workers.

SCSEP is an integral part of the aging network and has over the years had a great deal of experience in advocating for the rights and needs of older workers.

SIMILARITIES

JTPA	SCSEP
* Target people 55 years of age and older, also Displaced Homemakers	* Target people 55 years of age and older, particularly over 60
* Target low income persons	* Target low income persons
* Supplement older worker's income through training and by re-entry in the labor force	* Supplement older worker's income by work experience and re-entry in the labor force
* Demonstrate through training/retraining that older workers have much to offer employers	* Demonstrate through work experience that older workers have much to offer employers
* Offer job-related counseling to participants; other supportive services, if needed.	* Offer job-related counseling, annual physical exams to participants
* Develop part- or full-time positions	* Develop part-time positions
* Enhance the quality of life for older workers	* Enhance the quality of life for older workers

BENEFITS OF WORKING TOGETHER

The 1981 White House Conference on Aging recommended that employment opportunities for older workers be expanded by negotiating with Federal and other agencies to secure more funds for programs like the following: Green Thumb, Senior Companions and Foster Grandparents. Included in the plea for support and expansion was the SCSEP. In the atmosphere of cooperation, it follows that JTPA would be included. Linking SCSEP and JTPA would be a means of maximizing the resources of both efforts on behalf of the older worker. This would reduce duplication of services as well as administrative costs.

People find new jobs more easily when they are already working. One way to forge new linkages between SCSEP and JTPA would be to provide participants under the SCSEP programs with the job search assistance and transition services under JTPA.

Some older workers need work experience on the way to unsubsidized employment. This could be provided through an integration of SCSEP and JTPA as a "continuum of services" concept.

The provision of JTPA funded training and placement activities for SCSEP enrollees could also help move older individuals into the unsubsidized labor force more quickly. The Department of Labor is encouraging the transition of participants into the general labor market including on-the-job training and entrepreneurial activities.

Working together for the enrollees' benefits would enhance both of the programs. Cross referrals would increase as the direct result of the heightened awareness of service providers in both programs.

As resources are dwindling, it is imperative for all programs, federal, state or local, to ensure that they are not duplicating the efforts of others, and that they are using the financial allocations in the most effective manner.

COORDINATING STEPS FOR JTPA AND SCSEP

Eight ways to coordinate SCSEP and JTPA programs were examined in the recently published "A Practitioner's Guide for Training Older Workers," (Washington: National Commission for Employment Policy, 1984) by Brenda Lester. The following eight steps will be reviewed:

* Joint Planning Sessions

* Recruitment and Assessment

* Joint Planning for Individual Participants

* Joint Planning and Marketing of Older Workers to Private Sector Employers

* Geographic Coverage of Program Services to Older Workers

* Cross-Referral of Training Activities

* Joint Training Sessions for Staff

* Development of a Network of Community Service Providers for Older Persons

As Lester points out on pp. 150-152:

"These are some of the ways the two programs designed for older workers can cooperate to provide the best employment services possible for the older population.

1. Joint Planning Sessions - SCSEP sponsors have been operating employment programs for older workers for many years and have developed expertise on the employment needs of older workers through direct service contact with older people. They also have experience in working with local employers and other community agencies. In the planning and implementation of JTPA 3 percent programs, this expertise could be valuable.

2. Recruitment and Assessment - Since both SCSEP and JTPA programs are seeking applicants age 55+, program staffs could coordinate recruitment methods and assessment procedures. During assessment, they could determine which program would be best for their applicants.

SCSEP might be the appropriate program to help persons who have incomes between 100 to 125 percent of the OMB poverty guidelines and who are interested in part-time work. JTPA might be the appropriate program for persons whose income is 100 percent of the OMB poverty level or less and who have employment needs that include training. Often, this latter group will include persons who range in age from 55 to 61 and who have few financial resources. A large percentage of this group will be older women and Displaced Homemakers.

3. Joint Planning for Individual Participants - Although many SCSEP participants may have too much income to be eligible for the JTPA 3 percent programs, JTPA staff should not assume that all SCSEP participants are ineligible. For instance, an SCSEP participant who has no family income (this is not rare for women between the ages of 55 and 61) and works 20 hours or less per week at a job provided through SCSEP for minimum wage, $3.35 per hour, would likely still meet the eligibility requirement for JTPA.

SCSEP and JTPA could provide a continuum of services to older participants. For example, an older woman who has never worked may need the employment experience SCSEP could provide before going into training or into private-sector employment. SCSEP programs must design community service jobs to fit the needs and abilities of applicants; these jobs would give older participants the opportunity to learn about the world of work, their abilities, and training needs before entering a JTPA program.

4. Joint Planning and Marketing of Older Workers to Private-Sector Employers - Both SCSEP and JTPA staffs will be working to place older workers in the private sector, so it seems practical to determine how they can work together, as, for instance, on job fairs, employer seminars, and symposiums. Since the placement goal for SCSEP is 15 percent, SCSEP sponsors may not need to place as many resources in this area as JTPA sponsors, but cooperation can stretch the resources of both programs.

5. Geographic Coverage of Program Services to Older Workers - In planning services to local areas, SCSEP and JTPA program operators can review where the resources of both programs will be best used to ensure adequate coverage for local communities in the service area. This is especially important for large multicounty service areas and service areas made up of urban centers surrounded by rural areas.

6. Cross-Referral of Training Activities - Cross-referral of available training resources and discussion of common problems encountered and potential solutions in training older workers can save both staffs valuable time.

7. Joint Training Sessions for Staff - Joint training would be useful for new staff members of both programs who need to learn how to work effectively with older participants and employers. Also, periodic joint training sessions with ongoing staff to share new information and discuss common problems could be helpful.

8. Development of a Network of Community Service Providers for Older Persons - The network could include vocational education, health care, vocational rehabilitation, community action, adult education, information and referral, transportation services, senior centers, social services, nutrition programs and legal aid agencies. Researchers have found that the agencies with the best cooperative practices had an overall service strategy of cooperation with many local groups."

This section stresses the benefit of coordination and of development of linkages with other programs that service older adults. JTPA legislation, in particular, mandates the use of extant resources to prevent replication of services at the local level. In Ohio, program opertors have found that agencies with the best performance records have exemplary cooperation with other interested local programs and groups.

STRATEGIES OF SUCCESSFUL COOPERATIVE PROGRAMS

In "Linking Older Workers and Jobs: A Case-Study Analysis of Twelve Placement Agencies," Mary Jackson, compared placement agencies that utilize a combination of funding from Title V sources and other sources. The purpose of the study was to derive some "components of success" for older worker placement programs. Out of the 12 cases examined, two programs combined the cooperative efforts of SCSEP and JTPA. These two programs as reviewed by Jackson are included in the appendix.

In the study, there are several ideas for program replication. Fifty percent of the programs cited two key elements essential to a new program: (1) community visibility and (2) linkage to an aging network as a base of operations. Public awareness of the program both by potential enrollees and employers is extremely important.

Consistent with the issue of visibility, is the location. The twelve successful programs were located in Area Agencies on Aging or local senior centers. The connection between the employment and training and aging networks is fundamental to a program's success.

Other components of a successful placement program for older workers entail:

* Access to small businesses

* Sizeable pool of older persons in the area

* Linkages to a larger organization, especially early in the program's existence

* Hiring older workers as program staff, especially as job counselors

* Integration in the community's civic, service and employer groups.

All of the programs had demonstrated a high rate of success in placing older workers. Those programs with greater resources are doing more placements in the private sector which requires more active job development. Programs with larger budgets are doing more training and job-readiness preparation.

However, even those with minimal budgets and volunteer staffs have proved successful in finding employment for older workers. Again, the key elements for any successful program, regardless of the size of staff or funding, are high community visibility and strong connections to the aging network as a base of operation.

SUMMARY

An analysis of two national employment programs for older workers, the Job Training Partnership Act (JTPA) 3% set-aside and the Title V Senior Community Service Employment Program (SCSEP), produces numerous possibilities for collaboration and cooperation. The two programs are similar, and yet each can enrich the other with the differences that do exist. Both are committed to enhancing the quality of life for older individuals through gainful employment. However, JTPA programs can offer expertise in employment and training and SCSEP offers knowledge of the older adults and their needs.

JTPA older worker programs and Title V older worker programs can be coordinated in the areas of:

* Joint Planning Sessions

* Recruitment and Assessment

* Joint Planning for Individual Participants

* Joint Planning and Marketing of Older Workers to Private Sector Employers

* Geographic Coverage of Program Servcies to Older Workers

* Cross-Referral of Training Activities

* Joint Training Sessions for Staff

* Development of a Network of Community Service Providers for Older Persons

When this coordination occurs, the results are lowered administrative costs and improved placements.

Successful collaborative older worker programs demonstrate certain key elements:

* High community visibility

* Strong connections to the aging network as a base of operations

* Dedicated staff who are also older workers

Cooperation between JTPA and SCSEP is improved with education and communication. Continuing efforts to foster and disseminate information between service providers is strongly recommended.

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APPENDIX

CENTRAL ARKANSAS AREA AGENCY ON AGING - EMPLOYMENT SERVICES

General Description

The Employment Services program provided through the Central Arkansas AAA serves 3 urban and 2 rural counties. Approximately 70,000 older people (aged 55 and older) live in this area, constituting about 15% of the population.

The three urban counties, encompassing Little Rock, the state's largest city, support mainly manufacturing and agricultural industries, as well as small businesses. The two rural counties are primarily agricultural and low-income.

The AAA has a staff of 40 paid and 2 volunteer positions. The Employment Services program itself is staffed by 5 full-time positions.

As its primary function, the program operates a placement program for placing individuals in private sector positions. In addition, it operates an in-home care program, placing older individuals in the homes of other older persons needing special care. In this role, the program acts primarily as a broker, linking older persons in need of in-home care with qualified older workers.

History

Though the AAA has been in existence for 10 years, the Employment Services program has only existed for 2 years. Initially, the program had only the services of one person; she is now director of the AAA. The additional support by JTPA has allowed the staff to increase to 5, allowing more time for job development and one-to-one contact with clients.

Reprinted from: Jackson, Mary. Linking Older Workers and Jobs: A Case-Study Analysis of Twelve Placement Agencies. National Policy Center on Employment and Retirement, 1984, pages 33-36.

Funding

The program is funded by Title V, Title III of the Older Americans Act, the Job Training Partnership Act (JTPA), foundation funds, city and county funds, and contributions from donors. Some of this funding is allocated to the AAA as a whole, and is not specifically awarded to the Employment Services program. The figures presented below, however, represent the amount spent specifically on the Employment Services program. Title V provides funds for subsidized positions for up to 6 months, at which time an attempt is made to place the individual in the private sector. Title III also provides funding to the program through its support of the AAA. JTPA provides $57,000 in funding and is expected to increase that amount next year. At present, the JTPA money is used for general program support rather than training, per se. The state also has an older worker program similar to the one provided by the federal government under Title V and provides salaries and benefits through this program. In total, considering subsidized salaries and benefits, the program's annual operating budget is about $200,000.

Clientele

Clientele must be 55 and over, except for in-home care programs. The majority (88%) are aged 55 to 64. About 600 applicants a year come to the program looking for work and about 75% are placed, including Title V placements. Most (60%) are placed in the private sector, with the remaining placements distributed evenly between in-home (20%) and non-profit (20%) organizations. Placements are most often in professional, clerical and home health positions, with most (70%) being full-time. Most placements are made in small businesses, as opposed to large industry who often have their own recruitment programs and less flexible personnel policies. The program's employment specialist says that most persons over age 50 are looking for full-time work in clerical and professional positions.

Services Provided

The program provides individual job counseling, verbal and written referral to prospective employers, and screening of potential applicants. Job search counseling includes resume writing, interviewing and job search skills. Individuals from the business community often come in to participate in these workshops to give the older workers a sense of what it's really like to be interviewed for a job. The program's director notes that the job search counseling workshops often evolve into self-help groups. She notes that one of the major obstacles to employing older workers is restoring their self-confidence and realizing their own potential. Being in contact with other older workers who are experiencing the same frustrations as they are is often beneficial and reassuring. Additionally, the program staff tries to spend 45 mintues to an hour with each new client to help identify skill areas and build self-confidence.

Basic education (ABE and GED) is provided, along with remedial reading and learning funded through a VISTA grant. Additionally, skills training is provided for nurse's aides. The program also sponsors a Job Club and job fairs and provides pre-retirement planning. For employers, the program provides education and consulting on the use of older workers.

Community Involvement

The Employment Services program interacts regularly with the Job Service and Private Industry Council, in addition to its affiliation with the AAA. It also maintains regular contact with other placement agencies, including AARP, Green Thumb, and JTPA-sponsored programs. Locally, it is involved with the Chamber of Commerce, personnel organizations, professional trade associations, civic organizations and social service groups. Contact is also maintained with local colleges and universities providing vocational training and general education.

To obtain job listings, the program utilizes bulletins and job announcements, job fairs, media advertising, the Job Service and job development through personal contacts and "working the grapevine." Applicants are recruited through media advertising, referrals from the Job Service, senior centers, job fairs, community outreach, referrals from former clients and word-of-mouth.

This program is the only one in the area that specifically serves older workers. There are 8 AAA's in the state, all with similar employment programs, but due to its central location and larger concentration of industry and population, this program has been able to maintain the highest rate of placement.

Self-Assessment

The program director attributes a large part of the program's success to a dedicated and capable staff, many of whom are older workers themselves. The program is rather unique in that most of the placements are full-time and in professional positions. The director feels that the primary reason for their ability to place individuals in these types of positions is that they are always "aiming higher." They don't make the assumption that employers will not hire older workers for these positions or that older workers don't want such placements. In fact, she says many older workers want and need the security and income from full-time employment. As a result, their job development efforts have been in this area and have proved quite successful.

Additionally, the success of the program and many hours of marketing and public education have resulted in community acceptance. Since applicants are carefully screened before sending them on an interview, employers know they will only be sent qualified individuals. The director feels that acceptance in the community and the confidence of area employers have added to the success of the program.

The program's director also notes that being a part of the AAA has proved beneficial. Many times an older person is having problems that are not specifically related to employment, but which may affect a person's employability, such as family problems. Since the AAA attempts to provide a continuum of service, non-employment problems can often be addressed and improve an older person's chances of obtaining gainful employment.

For the future, the director hopes for more of the same, though she notes that better use could be made of JTPA monies. It has been felt, to this point, that providing individuals with a job was more important than classroom training, and so the money has been spent accordingly. She also hopes to see some state and federal initiatives to help the older worker. Specifically, she would like to see modification or abolition of Social Security regulations that penalize an older person for working and drawing income.

Program Replication

To begin a program such as this one, the director feels that having the right people is essential. She stresses that while finding personnel who are versed in human services is valuable, hiring those with experience in the business community and who have existing contacts is even more important. Marketing and job development are also essential to a successful program.

GROW (GAINING RESOURCES FOR OLDER WORKERS)

General Description

GROW (Gaining Resources for Older Workers) is sponsored by the Regional Council on Aging, an independent, non-profit community-based agency. It serves the area of Monroe County, New York. Rochester is the urban hub of the county and is the site of several large industrial concerns including Kodak and Xerox. The University of Rochester is also a major employer, including the medical campus and hospital. Many small businesses exist in the area, including many job shops which supply the larger industrial businesses. There are also service-oriented businesses, including food, education and health care services.

The program is staffed by 19 paid (4 of which are Title V enrollees) and 2 volunteer positions.

History

The organization has been in existence for 11 years. It began as a senior citizen employment service placing retirees in primarily casual, subsidized employment, such as handymen or in-home care. Since then, the age range served has expanded and full-time as well as part-time and temporary placements are made. A move has also been made away from placements primarily in-home to placing the majority of applicants in the private sector. The program has also become much more training-oriented as job placement options have diversified.

Funding

GROW is funded by Title V, the Job Training Partnership Act (JTPA), foundation funds, fees and, indirectly, by the United Way. The Regional Council of Aging receives deficit funding from the United Way and, in turn, subsidizes rent and phone expenses for GROW. As previously mentioned, 4 of the program staff are Title V enrollees. Additionally, the program receives Title V monies for 100 subsidized positions in the community for low-income applicants. The program is also funded for 2 grants through Title V's 502 programs to provide training for jobs in the private sector. Title V also provides support by funding specific budget line items such as telephone and rental expenses.

GROW also receives funding through five JTPA grants, four under Title IIA and one under Title III. Under Title IIA, two grants fund training in job search skills for individuals aged 45 and older; one for the city and the second for the balance of the county. Also under Title IIA, two grants are supporting classroom and On-the-Job training for persons aged 55 and older; one for the city and the second for the balance of the county. The fifth JTPA grant under Title III is a dislocated worker program providing a variety of services to individuals aged 45 and older who have been laid off or are caught in the employment transition.

Placement fees are charged only to clients who don't qualify for federally funded programs. Fees range from 1.7% to 3.5% of a client's projected annual salary. The program's total annual operating budget is $750,000.

Clientele

The minimum age for participating in the program is 45; 45% of their clients are age 50-64, 27% are age 65-74 and 5% are aged 75 and older. Clients must be residents of Monroe County. Various programs within GROW carry their own income requirements, dependent upon the guidelines established by the funding source.

Approximately 750 clients come to the program annually and about 47% are placed, mostly in the private sector. The majority are placed in clerical, maintenance and industrial positions with an equal split between half and full-time positions. Although there are several large industries in the area, most are not interested in hiring older workers. The program has been most successful in placing individuals in service-providing business or in small industrial job shops or machine shops.

Services Provided

GROW provides its services free-of-cost to clients who meet the requirements for federally funded programs. Others are charged a percentage of their annual salary, as outlined above.

Services provided by GROW include a job bulletin board, individual job counseling, referral to prospective employers and job search counseling, including resume writing, interviewing and job search skills. Skills training is also provided through On-the-Job training and classroom training. Currently, the program offers skills training for building maintenance, child care aide, dental assistant, clerical and food service positions. The program also sponsors a Job Club and provides employer education and consultation.

Community Involvement

GROW is currently the only agency in the county providing placement services specifically to older workers.

GROW interacts regularly with the AAA, the Job Service, Private Industry Council, local training centers and other placement agencies. They are also a member of the Chamber of Commerce.

To obtain job listings, GROW receives the Job Service's microfiche, reviews bulletins and job announcements, advertises in the media and makes phone contact with prospective employers. Prospective clients are recruited through free public service announcements, referrals from Job Service and "Outreach Days" held in suburban town halls to see new clients.

Self-Assessment

The program director attributes much of the program's success to being well-integrated in the community. They have strived to develop a good community-based network and establish a reputation as the "place to go" if you are an older worker seeking employment. This integration into the community has been aided by an Advisory Board consisting of representatives of local business, the Job Service and local training and educational institutions.

Additionally, the attempt to provide a variety of services is seen to be a key factor in the success of the program. Their attempts to expand the program beyond typical Title V programs and provide a variety of training opportunities, options for a payment of fees for those who do not meet federally-funded income guidelines, and diverse employment possibilities are all

considered to be factors contributing to the program's success.

The director feels the program could be more successful if they had more money available that was not already earmarked for a specific purpose. For example, they would like to purchase more equipment, such as computers, to supplement their training efforts. They would also like to have the money to provide more in-house training; much of the training is now provided by other organizations. One of the difficulties in maintaining their program is also money-related, that of finding and keeping good and qualified staff.

In the future, the program would like to add services to displaced homemakers and make more in-roads into the larger industrial companies in the area.

Program Replication

The program director feels that a primary necessity for beginning a program such as this is to develop connections with employers in the area. She suggests that job developers have backgrounds in personnel, business and/or sales rather than only human services. She also feels that a good way to get started is to talk with other people who are running successful program.

Reprinted from: Jackson, Mary. Linking Older Workers and Jobs: A Case-Study Analysis of Twelve Placement Agencies. National Policy Center on Employment and Retirement, 1984, pp.40-42.

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Ohio STEPS June 1985

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Ohio STEPS
June 1985

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CHECKLIST FOR WORKING WITH OTHER ORGANIZATIONS AND AGENCIES

The following is a checklist for use by program planners and administrators in the establishment of a broad-based community network for training older workers.

* Who are the key community leaders on issues about employment and training?
* Has the local Chamber of Commerce or other business groups been contacted for discussions on employment and training problems of older workers?
* What public agencies and community organizations serve the older population and could become involved?
* Who in the business community would be willing to assist in the development and implementation of the training programs?
* Who are the educators involved in planning educational services for the adult learner?
* Who are the potential media contacts in the community?
* Can a coalition be created among public agencies, private businesses, and community organizations to develop strategies for the program to address the employment and training problems of older workers?

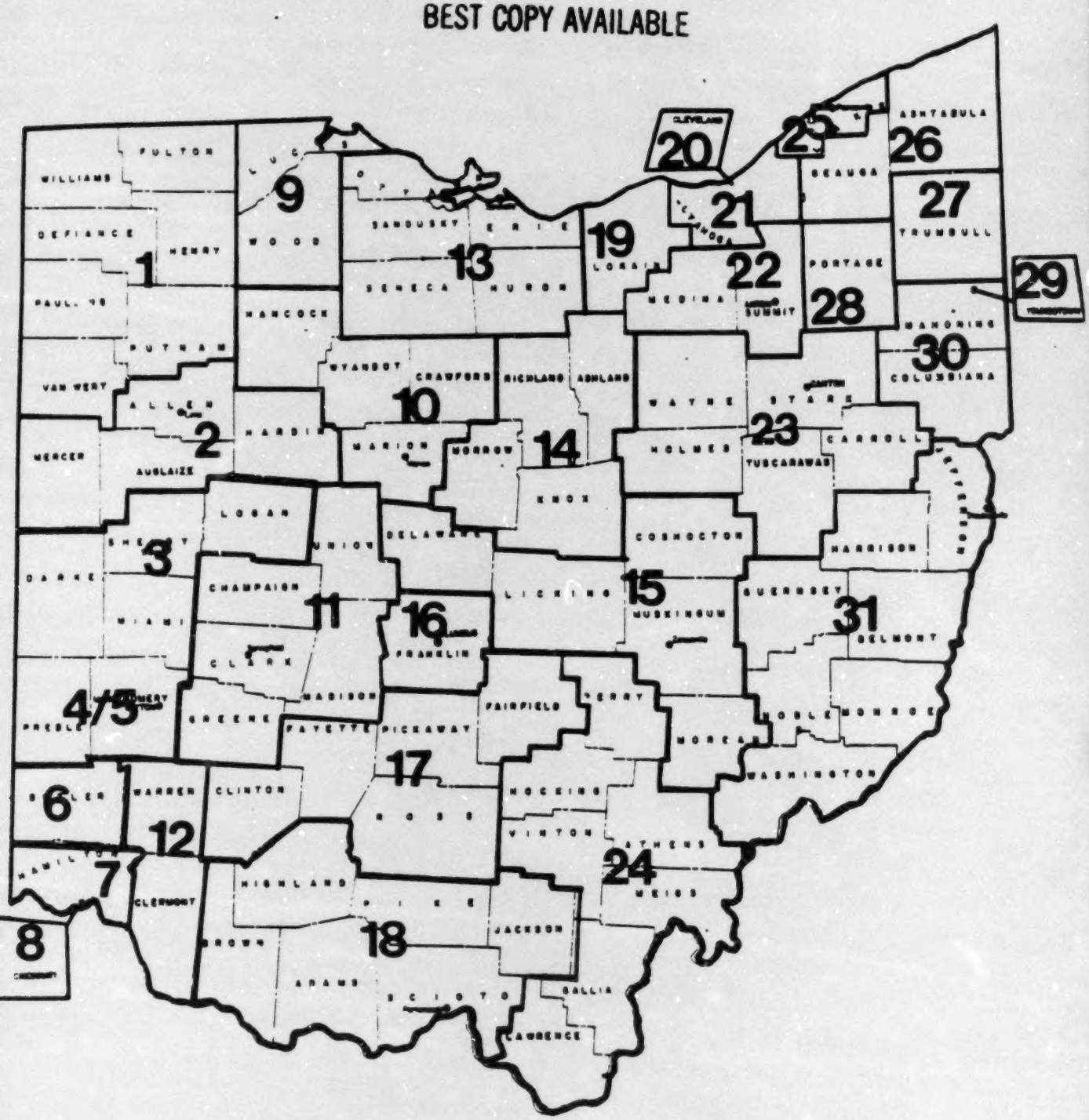
Reprinted from: A Practitioner's Guide for Training Older Workers. National Commission for Employment Policy, 1984

JTPA 3% Older Worker Program Allocations in the State of Ohio

SDA	FY '84	PY '84	PY '85
1	$38,927	$62,914	$49,670
2	45,353	68,463	57,870
3	47,187	61,344	60,213
4/5	117,136	156,108	149,470
6	42,418	60,980	54,127
7	54,252	70,760	69,228
8	144,627	132,965	184,549
9	108,816	152,215	138,851
10	41,090	56,295	52,434
11	69,211	94,466	88,314
12	31,902	58,428	40,707
13	49,404	92,762	63,040
14	51,468	71,389	65,676
15	67,366	80,808	85,959
16	144,967	192,055	184,982
17	64,071	64,271	81,757
18	97,099	86,165	123,903
19	37,389	97,618	47,710
20	243,593	232,243	310,833
21	117,485	139,184	149,916
22	106,100	153,324	135,388
23	119,222	178,823	152,131
24	81,354	79,668	103,810
25	16,934	57,919	21,607
26	29,756	52,409	37,969
27	38.986	87,320	49,747
28	14,967	38,363	19,099
29	38,467	58,063	49,085
30	51,050	87,357	65,141
31	99,265	101,914	126,666
5% SET ASIDE	116.308	154.031	148,413
TOTAL	2,326,170	3,080,624	2,968,265

GOVERNOR'S FINAL DESIGNATION OF SERVICE DELIVERY AREAS

BEST COPY AVAILABLE



Job Training Partnership Act of 1982

5/17/83